James T. Shotwell
10-3-33

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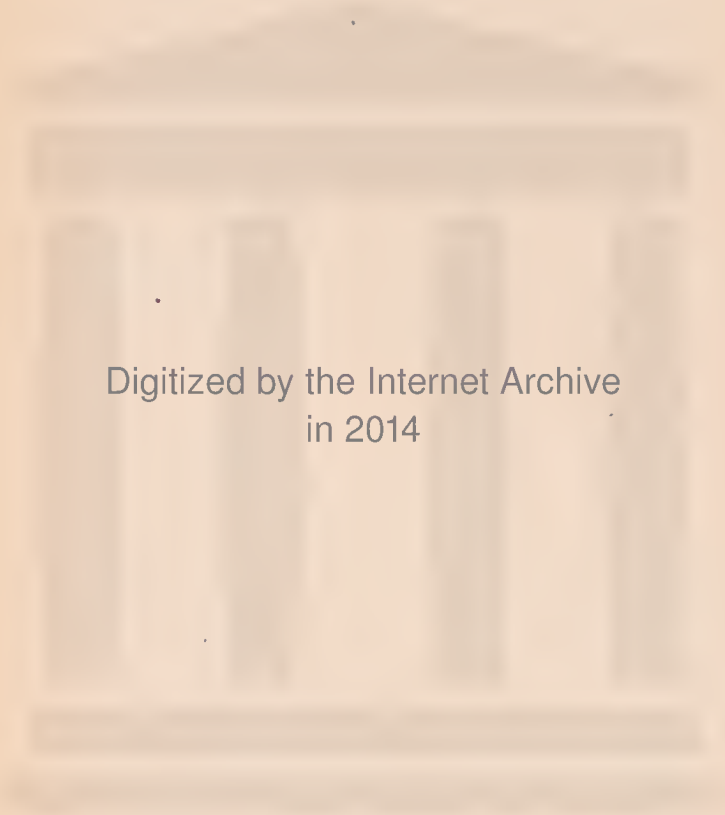
American Red Cross
Did to Help Save Italy

By PAUL U. KELLOGG
Editor of *The Survey*

AMERICAN RED CROSS
WASHINGTON, D. C.



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What the American Red Cross Did to Help Save Italy

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I

ON the hills bordering Lake Garda to the south, lies an old battleground where sixty years ago the French Piedmontese defeated the Austrians. For a month past, not only French and Italian, but British troops have been streaming through this region. They have been reinforcing the new front on the line of the Piave, where the Italian armies checked and held the invading Austrians of 1917, who came down late in October driving before them half a million refugees from Friuli and the Veneto.

This reawakening of old echoes of gun fire in the long struggle for Italian liberation had its response in the declaration of war by the Congress of the United States. But there is another span of circumstances in which America played a more immediate part, from Padua and Venice to the Sicilies, in the prompt dispatch of trained men, supplies and rolling stock from the Paris headquarters of the American Red Cross Commissioner to Europe.

For it was on this old battlefield of Solferino, that in 1859 Henri Dunant, the Swiss forerunner of the Red Cross, went out before the heat of the conflict had spent itself, tending the wounded who lay in anguish, without water, or comfort, or medical aid. Here it was that he was fired with his conception of a non-combatant service which would be respected by all armies. There followed that conference at Geneva in 1864, which chose the Swiss flag, reversed, as its symbol—a red cross on a white field—and laid the framework for those international understandings which are the law for the sick and wounded, for stretcher bearer and ambulance man and nurse, wherever the battle lines run.

The Red Cross Off to Italy

And within four days after our declaration of war against Austria, the first section of twenty cars of the American Red Cross Ambulance Corps for Italy traversed the old battlefield of Solferino on the way to the Piave front.

The Red Cross was even then in the sixth week of its emergent relief work for Italian refugees.

To pick up our thread of history: the question on which it seemed likely that the Geneva conference of 1864 would split was the belief of the European delegates that the military commanders would not brook the intrusion of other than fighting men in the midst of their operations. An American, a member of that Voluntary Sanitary Commission which played so active a part in all the campaigns of the armies of the North, carried the way with his testimony fresh from the battlefields of our Civil War.

In the intervening years, Americans pioneered by employing the Red Cross organiza-

tion, which sprang from the bloody slopes of this Italian battlefield, as our chief agency for succor in times of great fires, floods and other forms of internal disaster. There has been, therefore, a sense of noble indebtedness, nobly returned, that has entered these weeks into the eager outreaching of civilian help from the people of the United States to the Italian people, sorely pressed as they are in turning every city and village of the peninsula into a haven of refuge for women and children rendered homeless by the invasion.

Made American Aid a Reality

At a time then, when American participation in the war has been only a phrase to the mass of Italians, the American Red Cross, with little more than a corporal's guard of active workers, has made American fellowship a reality.

Before its own permanent commission to Italy had yet sailed from New York, the existing organization in France, at the very peak of its load of work for American troops, French troops and French civilians, was able to fill in the breach with experienced men; open central offices in Rome early in November; canvass the situation by wire through the American Embassy and Consular service; despatch an ambulance section and two trains of supplies; make wholesale purchases in Italy (while these supplies were enroute from France); wire money to spend on the spot to consuls, committees and local agencies (while these last supplies were enroute from the Italian markets); send out north and south the nucleus of a field staff; and commission two ranking American experts in emergency relief to make a rapid survey of the whole field as the basis for a long plan of help.

Working with the Italians

In saying this much, we must keep things in perspective. The part which the American Red Cross played in these first weeks of emergency must be seen against the background of voluntary effort put forward by Italian agencies; the part which these agencies have played must be seen against the background of government action—municipal, provincial, national and the part which all together have played must be seen against the tremendous rush of emergent need.

The brunt of it fell on the refugees—they bore it, hungry, athirst, drenched to their skins, packed in cattle cars, or sleeping on stone floors when better provision failed. More, the excruciating experience of their slow southbound transport is but the first chapter in a situation, which if we are to judge by the experience of French and Belgian refugees of three years ago, will tax the competence and generosity of all the agencies concerned for months to come.

The part which the Red Cross has been able to play has been larger and more effective with every day that has passed, and not only the spirit of the doing, but the things done were made the subject, no more than a month from the date the Red Cross Commissioner to Europe reached Rome, of appreciative reference by the Italian Premier in his address at the opening of Parliament early in December.

He said: "Our soul is stirred again with appreciation and with admiration for the magnificent dash with which the American Red Cross has brought us powerful aid in our recent misfortune. We attribute great value to the cooperation which will be given us against the common enemy by the prodigious activity and by the exuberant and consistent force which are peculiar to the American people."

Money Sent by Wire

Take a single example, more dramatic than most, but by no means unrepresentative of the way Italians and Americans have breasted together minor emergencies as they arose. The first two Red Cross men reached Rome on November 5, and the first step they took was to appropriate money to the American Relief Clearing House, which enabled it to open that very night the first of two canteens for refugees at the railroad stations in Rome. Incidentally this was four days before Italian canteens were opened there.

At 4 o'clock one afternoon, the volunteers who manned the canteen—American residents

in Rome who have since become active members of the Red Cross staff—had a wire that 12,000 southbound refugees would pass through the Portonaccio station, six or eight miles out on the Roman Campagna. The first train would arrive at 6 o'clock. The refugees had been fed at Florence before leaving, ten hours before, and had had nothing to eat enroute. The Italian authorities could supply the children with hot milk, the adults with bread and soup. They turned the rest over to the Americans.

There was just two hours leeway. The canteen workers jumped into motor cars. They bought 1,200 blankets, they bought hams, they bought sausages, they bought chocolate, they piled them into the cars and made repeated trips to the Termini station, where they secured permission to dump them into the baggage car of the Florence express which left on its northbound trip between 5 and 6 o'clock. In this way they had their supplies out at the Portonaccio station before the arrival of the first refugee train.

Soldiers Making Sandwiches

Here they found a squad of the Granatieri, an Italian regiment dating back to the seventeenth century. In the present war, so heavy has been their part in the fighting that it has taken 60,000 men to keep filled their ranks of 6,000. Tonight the Granatieri were armed with big knives and from now until 9 o'clock the next morning, when the last train went through, they turned huge stacks of bread into sandwiches, cutting the loaves into big chunks, slicing them, and stuffing them with ham and sausage.

Each train carried about 1,000 refugees, and the Granatieri would no more than get a thousand sandwiches made up than a train would roll in. Then they had to work against time to be ready for the next train. And they did this for twelve solid hours and more, as fast as men could work.

Perhaps in a writing which cannot hope to speak of the hundreds of Italians in all walks of life who have worked shoulder to shoulder with the Red Cross men, and whose cooperation has made their work possible, it may be permitted to cite one as personifying many. Giorgio d'Acarnia is the pen name of a young writer on the proposed Jugo-Slovo State and the future of Poland. He is known also for his ardor on a certain battlefield, where he was left for dead with a shrapnel wound in his abdomen. Sometime later, stretcher bearers brought his body to a field hospital, where the physicians in charge said that he was clearly dying.

They turned to more hopeful cases, and for a second time he was left to one side for the flicker of life in him to snuff itself out. It happened that Bastianelli, perhaps the greatest of the Italian surgeons—and Italy is famous for her surgeons in this war—came to that ward. "His case is hopeless," said Bastianelli, "none the less I want to try to save him." There followed the first of four major operations which brought the young author-soldier back to his people, a shadow of himself, with a great open wound in his side. That was eight months ago. He cannot go back to the front, but he still works on for Italy. It was Giorgio d'Acarnia who was in command of the Granatieri, cutting bread for the refugees, train after train, all that night.

Refugees in the Rain

Pouring rain beat into the open train-shed and through the doors of the cars. Rain was the one familiar of these contalini in all the strange places through which they were driven by the fortunes of war. It was pouring rain when they struggled down the black road from Udine. It was pouring rain when many of them were put off the trains into the asili at Florence, just as it was pouring rain when they passed through Rome on this, the next lap of their journey. It was pouring rain when some of them were transferred from ferry to train at Messina, and they stood waiting in the dark in the drench of it for two hours on the wharves. And it was pouring rain when others—or perhaps some of the same company—trudged after midnight up the interminable folds of road that lead to the mountain top town in Sicily that was for a thousand and more their journey's end.

They came into Rome that night mostly on cattle cars, some of these transformed for the use of war into troop trains, but others clearly

improvised for this trip, with benches taken from little northern schools and churches for seats. The American canteen workers could read the names of them in the station lights—"Santa ——" this and that.

Most of the people, those who came in around midnight and after, had not eaten for twelve hours. The babies were crying, the few men that were among them were cursing, the women wringing their hands. The Americans, drenched to the skin in going from car to car, passed the sandwiches out to them, the hot milk for the babies, the soup for the adults, the blankets for the old and sick. And before each train had left the station, a young Italian officer, tall, slender, with a great open wound in his side concealed by his grey-green uniform, went from car to car, in the rain and the cold, inflaming their hearts with words of encouragement.

Not once, so the canteen workers tell the story, but the trains rolled out with the people singing patriotic hymns, and cheering for Italy, for the Allies, for America.

America in Action

The American note has been struck in all this Red Cross work in Italy—not in a spirit of self-advertisement for the United States, but rather of assurance for Italians, to give them tangible evidence that in resisting invasion and in getting under its heavy load of civilian distress the American people are with them, evidence not merely in sympathetic cables and distant girdings for war, but evidence expressed in such humble but convincing terms as surgical dressings and instruments for field and base hospitals, shirts and drawers and stockings for shivering limbs in asili and refuge trains, condensed milk for hungry babies, blankets and beds and stoves for homeless families in lodgings in the northern cities, in vacant villas along the seacoast, in country villages in Umbria, in old convents and monasteries in the south.

There was a very genuine statesmanship in the call sent out for combs which came from a Red Cross worker in Leghorn, and in the good sense of the American women in Florence who got together and made sanitary napkins far into the night. The sober officials of one Elyrian town were hopeless of providing bedding for the 10,000 refugees in their prefecture. but in the midst of their quandary they sent two visiting Red Cross inspectors on their way to a neighboring city in the municipal motor car, the firemen in brass-bound helmets on the drivers' seat, and the siren sounding as they scattered dogs and children. The Red Cross men caught the spirit of the new diplomacy when they sent the car back filled up with blankets from their stores at Bologne from the people of America to the people of Italy.

America Expressing Itself

Moreover, the President of the United States is the head of the Red Cross; it is a semi-official organization, and it is quickly recognized in such international work as a natural channel for American resourcefulness and good will. It is hailed not only as a piece of American enterprise, but as America expressing itself. It was in truth a cable from the American Ambassador to Italy that brought the first Red Cross men to Rome, and it was at the American Embassy that they met with the committee of the American Relief Clearing House and mapped out together the first steps to be taken.

Around Ambassador Page all the early operations swung, and his penetrating judgment of men, of organizations and cities; his swift strokes in portraying the main elements in the situation—his Southern talent for establishing cordial relations for the newcomers with the Roman community and the forces of the National Government gave an unanticipated speed and precision to the rapidly expanding work. And it was from the Ambassador's office, at that first day's conference, that dispatches went off to American Consuls throughout Italy for information as to numbers and conditions of refugees.

Money was sent that afternoon to Consuls in cities known to have pressing need. Within a week the ten consular districts had become in a sense the natural framework for the development of the civilian work outside Rome, and the Consuls themselves the pioneer American relief workers.

Consuls, the Pioneer Workers

Their efforts, naturally, took different forms in different districts. Consul Carroll, at Venice, found that the Posto di Conforto at Mestre, which was giving food and help to refugees and wounded soldiers, had reached its last day of operation due to lack of means and arranged for its continuance under the American flag.

Next, he opened a Red Cross canteen at Chioggia, as a first step in cooperating in that orderly evacuation of Venetian civilians, which will be described later and into which he threw himself with characteristic Texan energy. Consul Dumont had enlisted a fellow countryman as the representative of the American colony in Florence in collecting money and clothing for the refugees, the Italian Red Cross established him as head of the clothing distribution service at the principal shelter near the station, and the consul next commissioned him to carry American Red Cross moneys to other cities in the district.

Consul Winship, of Milan, lent his experience in Petrograd in aiding Polish refugees at the time of the great Russian retreat of 1915. He became chairman of an active American Red Cross committee made up of American business men, which has opened a popular kitchen near the station (where 200 resident refugees are fed), turned a clubhouse into an infirmary and rest home for women and children, is equipping and managing a dormitory for allied soldiers and is cooperating with the central city committee in promoting better housing and employment for refugees.

Acting Consul Roberts at Genoa cooperated in organizing a similar committee there, which erected a chalet in the station, first for the service of refugees and now for that of troops in transit.

Consul Grace in Leghorn organized the distribution of clothing, milk and cocoa at two asili, sheltering 900 people, and by personal inspection trips expanded the scope of Red Cross activities to Pisa and other towns in his district.

Consul Haven at Turin, at the north; Consul Honey at Catania and Consul Shank at Palermo, at the far south, gathered information and established connections for the Red Cross representatives on their arrival, as did Consul White in Naples, who, from the first, was an active participant in local undertakings for the refugees.

In the course of November 460,835 lire were placed by the Red Cross in the hands of American consuls either for direct use or transmission to local agencies which their activity had helped create or their judgment sanctioned.

Former Red Cross Work In Italy

This is not the first emergency in which the American Red Cross and the representatives of the United States State Department in Italy have jointly served the purposes of humanity. At the time of the Messina earthquake the American Ambassador, Mr. Griscom, headed the American Red Cross committee which handled a million dollars contributed for relief and rehabilitation, and constructed the American barrack villages at Messina and Reggio. The American consul at Messina lost his life in that disaster, and the American consul at Genoa died from the results of exposure in the course of the relief work.

Regional Organization

The promptness and efficiency of the American consuls in the present emergency will leave its impress on the whole trend of Red Cross development in Italy. It has been a factor in the decentralized scheme for civilian work which the temporary staff will turn over to the permanent commission. This calls for regional representatives, responsible to and receiving instructions from the headquarters in Rome, but capable of carrying a large measure of responsibility and to deal with details under very general instructions.

In general, the old regional divisions of Italy have been followed as they have been combined in the American consular districts, and as these in turn must be modified for an organization for relief rather than for commerce. The American consuls will be recog-

nized as bearing an advisory or honorary relation to the work in their districts, and their cooperation will be enlisted in making contracts with local officials and in matters in which intimate knowledge of the community will be useful.

The districts, as experimentally organized, follow:

1. The War Zone, headquarters at Padua.
2. Lombardy, headquarters at Milan.
3. Piedmont, headquarters at Turin.
4. Liguria, including the Mediterranean shore of Tuscany, headquarters in Genoa.
5. Tuscany and Emilia, except the two coastal regions, headquarters in Florence.
6. Venetian Colonies along the Adriatic, headquarters in Rimini.
7. Central Italy and Sardinia, headquarters in Rome.
8. Campania, Basilicata and Puglia, headquarters in Naples.
9. Sicily and Calabria, headquarters in Palermo.

Another factor which made for this decentralized scheme of development, was the division of labor effected at the outset with the American Relief Clearing House, on the presumption that the latter would be merged with the American Red Cross. The Clearing House had been formed for a very definite purpose, that of organizing and transporting supplies for hospitals.

When the line gave way, it was suddenly called on for supplies to help care for the double stream of refugees, civilians and wounded soldiers. It cleared out its warehouse the first week, ran out of funds, and wired to the Red Cross. The division of labor was simple; in relief work the Red Cross was to plunge into work in the provinces; the Clearing House, with its committee of local Americans, and with a prompt appropriation of 100,000 lire from the Red Cross, for the immediate purchase of clothing, blankets, food, etc., was to work in Rome.

Working in Rome

Reference has already been made to the canteen the Clearing House opened at the Portonaccio station, out on the Campagna, through which the southbound stream of refugees first passed. In little more than a week, lest refugees should congregate in great numbers at the capital, the line of transport was switched to the route south along the Adriatic, and this canteen was transferred under Red Cross auspices, to Ancona.

Refugees assigned to Rome, or to be distributed in the neighborhood, came into the Termini station. The Government had requisitioned nearby hotels, and gave them a small allowance for food, but they had difficulty in obtaining it.

The very first night, the Clearing House Canteen here fed 700 persons, and in four days the number eating its evening meals had reached 1,200. The Giornale d'Italia, one of the leading newspapers of Rome, had a popular subscription going and in conjunction with the municipal committee was providing breakfasts and, through a ticket system good at certain shops, giving out clothing. The subscription had reached 350,000 lire when, that first week, the American Red Cross shipped in 100,000 lire to the fund.

That—for such is the psychology of newspapers and newspaper readers the world over—put America "on the map" and incidentally jumped the subscriptions from Italian sources to many times the Red Cross gift.

More Gifts of the Red Cross

Two weeks later the Red Cross made a third and still larger gift to Roman activities—one of one million lire to the Comitato Romano Organizacione Civile, which has been carrying on widespread relief work for the benefit of soldiers' families and stood ready to bring refugee families within the scope of its activities.

These include creches and maternal schools for children whose mothers are at work—one of them tucked picturesquely under the shadow of the old wall—an asylum for children whose mothers are not living and whose fathers are at the front; a workroom, employing four or five hundred women on tents and army clothing; popular kitchens for serving meals (many of them free, on a

ticket system) and higher grade economic kitchens for the distribution of cooked meals at cost or less—all of them so many points of attack on the problems of livelihood which the war, the stopped earnings of the men, the high cost of living and now the coming of the refugees have rendered acute.

Nothing, as the leaders in these activities saw it, would count for more in maintaining morale at the front than for the men in the trenches to be sure that their families, whether refugee or merely left behind, are not suffering this winter.

II

Organizing Departments

MEANWHILE the work in the provinces and the organization of a temporary headquarters staff had gone forward. Under a deputy commissioner, who had helped shape the development of Red Cross work in France, its three main divisions were rapidly duplicated here—military affairs, civil affairs and administration.

The military department was put in the hands of an American who, since the first year of the war, has been one of the seven engineers of a medical supply service reaching between three and four thousand French hospitals and entering into every sphere of army activity from the advanced dressing stations to sanateria in the south of France.

The civil department was put in the hands of a former member of Mr. Hoover's staff in Belgium, now chief of that bureau in the French organization of the Red Cross which deals with relief and rehabilitation in the war zone. Stores and transportation were put in the hands of the organizer of the Red Cross warehouse system in France; purchase in those of the Italian buyer for a large American house doing business throughout Europe; accounting and finance in the hands of the treasurer of the Red Cross organization in France, controller of a New York Trust Company; and general administration in those of a Detroit business man whose years of experience in the management of chemical industries has latterly been translated into building up for the Red Cross a supply and furniture-making center in the heart of devastated area recovered by the French last spring.

Passport, cable, railroad, employment, filing and other services were rapidly set in motion in offices in the Palazzo Doria turned over to the Red Cross by the Banca Commerciale, through an American member of its Board of Directors.

Help from Americans in Rome

Other Americans in Rome were quick to volunteer their services and English speaking Italians were equally cooperative. Certain members of the Clearing House Committee proved invaluable as traveling inspectors. Within a month a temporary staff of sixty-five people were at work. This included the delegates in the field, who were mustered from whatever quarters they could be obtained and sent out as rapidly as they could be mustered—officers and students of the American Academy, the secretary of a sugar company, a Pennsylvanian who has been farming it in Umbria; artists, architects, men of leisure from Florence and Sicily, a doctor of letters from the Sorbonne, a physician, a teacher of philosophy and one of sociology from the Civil Affairs Department at Paris, a social worker and a clergyman resident in Rome, a sanitary engineer back from Red Cross work in the Balkans, and so on.

Knowledge of Italy and Italian, executive experience and acquaintance with civil or military relief work they had in combination, this scratch organization, but scarcely one of them possessed all three qualifications; few two; yet they pitched in with spirit and were quick to respond to the promptings of the picked men sent out to organize the work.

Early in the first week, two American business men from the industrial district in Northern Italy, met with the Red Cross representatives in Rome and together drafted a scheme for a citizens' committee in Milan. That night they left for Genoa, where they

organized a similar committee in the morning, met with their Milan group in the afternoon, and on Wednesday, or two days after the Red Cross opened work in Rome, full-fledged American Red Cross committees were at work in these two important northern centers.

Program for Civilian Relief

Meanwhile reports were coming in by wire and letter from the consuls, asking for money; saying how they could use it, showing the need for personnel. On the civilian relief with a staff to be created out of thin air, with the railroads congested and with no man knowing how long the stream of refugees would keep up, the administrative problem was one of limiting effort.

The director of civilian relief got down a railroad map and built his early programme on the transportation centers in that belt through which the stream was flowing south and west—Genoa, Milan, Florence, Bologna, and after them, Rome, Ancona and Naples. He decided to limit the civilian work to emergency relief to what could be carried on at the stations, and not to attempt anything with respect to the care and lodgment of refugees at the points of settlement until their needs in transit had lifted. Moreover he ranked the wants of the spirit quite as real as those of the body, and the railroad stations offered vantage ground from which to fly the Stars and Stripes and Red Cross flags and show that Americans were here and helping.

At the end of two weeks, the director could report that teams of Red Cross workers had established soup kitchens at or near the stations in Rome, Ancona, Genoa and Milan; that the Red Cross had sent clothing and bedding for refugees to Florence, Leghorn, Ancona, Catania, Genoa, Bologna, Ravenna and Naples; that it had contributed funds for the purchase of clothing to local committees of the Italian Red Cross at Florence, Bologna, Ancona, Genoa, Naples, Palermo and Bari; that it had provided funds for relief work to American consuls at Florence, Venice, Milan, Genoa, Leghorn and Catania; that in addition to the large gifts mentioned earlier, it had authorized the equipment and maintenance of a 150-bed refuge home in Milan and a chalet at the railway station in Genoa, organized committees as noted at those two cities and established resident delegates in Florence, Bologna, Ancona, Milan, Rome and Naples.

Shipments of Money and Supplies

The following shipments of moneys or supplies to three cities will illustrate the type of help that was going out from Red Cross headquarters up to December 1.

To Ancona:

November 10, Lire 5,000 for refugee clothing.

November 12, 100 cases condensed milk.

November 14, Lire 5,000 for refugee clothing.

November 15, Lire 2,000 for refugee clothing.

November 20, 100 cases condensed milk; Lire 5,000 for refugee food.

November 21, 1,395 blankets, 25 mattresses

To Florence:

November 9, Lire 50,000 for refugee. clothing.

November 10, Lire 10,000 for refugee clothing.

November 20, 502 mattresses, 1,000 blankets; Lire 100,000 for refugee relief.

November 27, 3 flags.

November 29, 17,262 articles of clothing.

November 30, Lire 25,000 for relief.

To Leghorn:

November 10, 1,190 articles clothing; 2,000 blankets, Lire 50,000 for refugee relief.

November 12, 100 cases condensed milk.

November 20, 100 cases condensed milk.

November 24, 16,996 articles clothing; 1,007 blankets.

November 26, Lire 18,000 for purchase of blankets.

By the first week in December, the stream of refugees, which had been dwindling, practically stopped; but with no certainty as to when it might come again in flood, provision for refugees in passage and in the larger cities continued for ten days longer as the major

concern at headquarters. At the same time, as public attention in the large cities shifted from the needs of those passing through to those who were to remain, as the refugees were spread out in every province from the provincial centers to the smaller places, and as the great residue was shipped and settled in the south, clothing appeals began to reach the Red Cross from all directions and the questions of hospital provision, of shelter and employment pressed in in countless local embodiments.

Survey of Relief Needs

This had not been unanticipated, and on November 20 the Commissioner for Europe had despatched a committee of three to make a quick survey of relief needs throughout Italy, as a basis for permanent organization and program.

Here again the resources of the Red Cross organization in France and Belgium were drawn on, the senior members of the committee being the two executives and social workers who set the standards for American emergency relief in the San Francisco and Ohio flood disasters, one of them now chief of the Bureau of Refugees in the Department of Civil Affairs, at Paris; the other the director of the Red Cross Department for Belgium.

The committee visited Venice, Vicenza, Padua, Verona, Milan, Turin, Genoa, Modena, Rimini and Florence in the north; Naples, Messina, Palermo and Catania in the south; spending ten days on the north trip and five days in the south, inspecting asili, kitchens, lodgings, work rooms; interviewing members of the cabinet, prefects, mayors, relief-workers, bishops, generals, consuls, physicians—all that personnel which, because of official duty or private good will, or both, had been thrown in contact with the southbound stream of fugitives or were facing with them the immediate problem of taking up the burden of life in their new surroundings.

A Record in Human Help

Perhaps no such mission for human help has ever seen the duplicate of this, from the half deserted quays of Venice to the cluttered tenement streets of Naples, from the low farms back of the armed banks of the Piave to old monasteries turned refuges on a Sicilian mountain top. But rapid as the trip was, and picturesque, its distinction lay in that combination of investigation and action on the spot which has been characteristic of Red Cross development in France since last June.

The committee carried with them over 500,000 lire. It put sufficient money in the hands of Consul Carroll to enable him to contribute in a large way to the orderly evacuation of Venice; contributed to the emergency relief fund needed to tide over an unemployment crisis in Padua, from which city various industries had been removed, gave quick help to a provincial committee at Vicenza which was caring for a large number of destitute mountain folk who had come down to the neighboring farms; turned over a sufficient sum to the American Red Cross Committee in Milan to enable it to work out a general program, founded a Red Cross hospital and health center among the new Venetian colonies at Rimini; made a gift to the Italian Red Cross at Catania to enable it to succor refugees destitute of clothing and bedding in the small Sicilian villages, and left working funds at Naples and Palermo to promote better lodgings and employment for refugees.

On December 8 the committee submitted its report, giving in brief compass, for the benefit of the new commission, a general survey of conditions, the urgency of needs scarcely less bitter than those of the refugees in transit, and the constructive lines of work which, on the basis of experience in France and Belgium, might stave off and prevent some of those persisting ills which beset fugitives even among their own people. Of these more later.

Italy's Disaster and Her Hospitals

There has been one sweeping challenge for help in the Italian experience this fall which had no counterpart when France was invaded in 1914. The French retreat had no such wreckage of hospital equipment, for such equipment did not exist, nor was there a

great hospital population of wounded men in the area swept over.

The Italians had put their hospitals well up behind the line, with no thought of a break. They managed to get out many patients—how many is not stated. Roads were so choked that ambulances, like other lighter vehicles, could not take advantage of their speed and get away. Stories are told of men with leg wounds who tramped fifteen kilometers, of wounded men riding astride the retreating guns, of an orderly who got a typhoid patient out on his back, and so on.

But at this date a general idea of the supreme effort exerted by the Italian Sanita Militare and the Italian Red Cross to care for the wounded back of the new front, and of the need for unstinted help from America, can be conveyed only by rough estimates of the losses in equipment. These are placed at not less than 100 hospitals and two of the principal magazines of hospital supplies. They lost all their first and second line base hospitals in the sector through which the retreat ran and about a quarter in the adjoining sector. Altogether they lost between a third and a half, nearer a half than a third, of their medical equipment in the army zone.

The tenacious Italian habit of holding things in reserve has been the subject of frequent comment in connection with volcano and earthquake disasters in the past. As a matter of whimsical interest, some of the goods sent by the American Red Cross at the time of the Messina earthquake were distributed this last month to refugees in the neighborhood of Catania. This habit stood the nation in good stead in the present crisis, for its reserves in medical supplies have been sufficient to make good the gaps. This, however, leaves them depleted, and to make good these reserves and build up new equipment was the immediate need.

Here it is in point to mention the excellent use the Italian Sanitary Service made in the emergency of the million lire left in its hands by the American Red Cross Commission which visited Italy in August. This sum, following the national bent, had been kept unspent. It was at once devoted to making good losses in important and costly medical installations.

And here should be mentioned the prompt help offered by the American Poet's Ambulance, which was organized in early September, and which had orders placed in Italy in the early fall enabling it to put five barrack hospitals and thirty tent hospitals in the hands of the Intendenza for immediate service when the Italian line fell back to the Piave.

It thus got American help through in the earliest crucial days, and as we shall see, thereafter enabled the Red Cross to carry out a demonstration in the field of ambulance service on a scale and with a speed which would have been otherwise impossible.

Italy's Medical Service

Each nation at war has had a distinctive development of its army medical system, and the Italians who have had to carry wounded by aerial railways and mule-back in their mountain fighting, and who have hewn dressing stations out of solid rock on the high peaks, have shown originality in the development of their medical service throughout.

To work helpfully, as well as promptly, the director of military affairs of the American Red Cross, as soon as he reached Italy, set out to learn the general characteristics of the Italian hospital units and to concentrate on them, to find the particular needs created by the crisis and to make immediate purchase of instruments and supplies which he knew from experience in France would be called for.

The Clearing House had practically emptied its medical stores. Swift purchases were made of bedding for 3,000 beds—mattresses, sheets, pillows, blankets—and such smaller instruments and rubber goods as could be picked up in Rome, in view of the heavy purchases by the army and the Italian Red Cross.

The urgency of the need was illustrated in a third line base hospital visited in mid November. This was of 800 beds and housed in a chateau. Normally it had been handling a flow of 25 to 40 incoming patients a day and caring for them from a week to four or five months. This had been transformed in the emergency into what the French call an

evacuation hospital, and big trucks were coming in with twelve to sixteen wounded in each, at an interval of three minutes and a half. They were handling a current of 600 patients a day and of course the equipment was tragically inadequate.

Eight days later, complete new equipment for half their beds and such surgical instruments as could be had, left the Red Cross headquarters in Rome for this hospital.

Italian Hospitals Stripped

But, in general, the hospitals back of the new front, in order to salvage any possible further losses, were being stripped of beds and blankets, and the patients were lying on mattresses. Obviously, in such a situation, the part of the Red Cross was not to attempt to replace things for the moment in individual hospitals, but to give to the central authorities who could place supplies where they could use them best.

A lump gift of 175,000 lire worth of supplies was ordered for the Sanita Militare—disinfecting wagons, auto-claves for sterilizing dressings, surgical sets, 500 complete beds, quantities of gauze, cotton, drugs, iodine, anaesthetics, etc.

Plans thereafter rapidly took shape for a very considerable gift of ten complete field hospitals—one direct to the Sanita Militare and nine through the Italian Red Cross, the first to be delivered by mid January. Each will consist of 50 beds, with an overload capacity of 150, or even of 350. They will fly the American Red Cross and the Italian flags. Some will be tent hospitals, others with tents merely for the special uses, the wards being farm buildings or other shelters requisitioned for the purpose, as is the Italian custom.

Aided by Volunteers

The distinctive feature of the Hospital Supply Service in France, as it was developed in the early years of the war by the American Distributing Service and as it has been expanded under the American Red Cross in the last six months has been a corps of voluntary inspectors operating in conjunction with an independent stores centre. From this informally and directly, the surgeons in charge would receive prompt consignment of supplementary supplies which because of routine delays in government material are slow in reaching them, needed equipment, drugs outside the army lists, or exceptional instruments.

There has been no corresponding society in Italy for distributing hospital supplies. A semi-military bureau, under the Quartermasters' Department, known as the Ufficio Doni, has acted as intermediary between private donors and the army. The American Red Cross has established relations with the supreme command, which permit of developing a group of volunteer inspectors and a shipping system along the lines of the service in France, bringing the Red Cross into direct contact with the hospitals and the patients in them so as to make the help from America self-revealing and thus bring out the oral and sentimental values inherent in it.

Deliveries of Hospital Supplies

On November 30, the hospital supply warehouse had been open three weeks and even without its permanent organization the showing of deliveries to individual hospitals had been striking.

No less than 19,000 articles had gone out. These went to hospitals all over the country through which the service got in touch through the reports of the Red Cross commission of last summer, through the Clearing House, through the visits of members of the staff of the Military Affairs Department, and as result of inspections made by the head of Medical and Surgical Division of the Military Affairs Department of the Red Cross in France, who in early November made a tour covering many points in northern Italy, reporting to the Commissioner for Europe.

Hospital supplies shipped from Red Cross stores in France, no less than purchases in Italy, made this emergent work possible, and for the winter's needs, 750 tons of hospital supplies have been ordered in America for immediate delivery.

These include anaesthetics (some Italian hospitals have been performing minor operations without them), surgical instruments, rubber goods, enamel ware, gauze, absorbent cotton and drugs. Just what such a shipment means is difficult for a layman to grasp.

The quantities would leave a druggist gasping. For example, the order includes 250 pounds of quinine. Since the war quinine has been difficult to get at any price and the price has jumped from 12 to 16 francs a pound in France to 400 francs. Quinine is badly needed in Italy, and such a Red Cross consignment would be nothing short of a boon.

Other items which give a better idea in terms of the things which mean most to the wounded, are fifteen tons of chloroform and 25 tons of ether. These again are beyond the layman to visualize. He can come nearer to picturing 2,000 bales of absorbent cotton—the item asked for.

Workrooms in Rome

Back of this service, and supplying it with hospital apparel, will be a system of workrooms in Rome, the organization of which has already gone forward. In the early days of the war numerous centres of this sort were started in Rome, four of them in the hands of American women married to Italians.

Moreover, the official residence of the American Ambassador in the Palazzo Drago has been a redoubtable centre of activity under Mrs. Page, with its guest room stacked high with bolts of cloth and finished garments. These fair owners have all been enlisted in a common enterprise, in which the Red Cross will maintain central cutting agencies, supply the materials and wages for the soldiers' wives and refugee women employed, the Red Cross taking over and distributing the output; hospital supplies and undergarments for its medical and relief bureaus.

Paralleling the distribution service for hospital supplies in France has been that for surgical dressings, as developed by the Surgical Dressings Committee of America. Here a beginning was already under way, for the American social worker who founded the French work had, in September, started similar workrooms in Rome, which by November were turning out 30,000 dressings a week. The Red Cross agreed to back them up to put out a million dressings by January 1, and a second million by January 15, and with work-rooms already employing 200 women, volunteers and paid, the dressings will be ready for delivery through the hospitals supply service of the Red Cross.

Improving Hospital Practice

Not only will these dressings help fill the gap due to lost supplies, but they will open up a new standard of practice in Italian hospitals, which have been in the habit of receiving gauze, linen, etc., and making up dressings in the hospitals, with result that nurses were at work in the wards all day. Many spend half the night rolling bandages.

On the other hand the American innovators have found another practice in vogue in the Italian hospitals (as it is in the American Ambulance Hospital at Neuilly), which they feel might well be copied on other fronts. This is to wash dressings and to use them over again. One hospital in Rome even washes and sterilizes its raw cotton in this way, with economy and good results.

In conjunction with these activities, engaging the time and energies of women of all social groups, another development should be set down—the organization of an informal auxiliary committee of Italian women by two leaders in the development of the Women's War Relief Corps of the American Red Cross in Paris, who came on to Rome for this mission. The members of the Rome group in turn undertook to enlist two fellow-countrymen in each of the Italian cities as a nucleus to build on in the development of any phases of Red Cross work in which such Italian allies would be of help.

III

Gift of Three Ambulance Sections

THE outstanding event in the military side of the Red Cross work in Italy has yet to be set down—the turning over to the Italian Medical Service of the

Third Army, five weeks after the Red Cross reached Rome and less than five days after the United States declared war against Austria, of three complete ambulance sections. Each section is made up of 20 ambulances, a staff car, a kitchen trailer, a motorcycle and two camions. Each section comprises 33 men, veterans of the Norton-Harjes and American Field Service in France, who come in as volunteers with the rank of commissioned officers.

The nucleus of this service was a fleet of something over 20 cars, which left Paris on November 18, and did not reach Milan until December 8. They came by a long route through Marseilles and Ventimiglia. Some day, in lighter times, the full epic of their transit will be written. They were the recipients of demonstrations in Marseilles and other French and Italian cities.

But ambulances are scarce in France; these were veterans no less than their drivers, and had pounded over shell-torn roads all the way from the British sectors to Verdun. Cars chose the south of France to go on repose or permanent sick leave, and only 12 came through to Milan in shape to be of use. But here they were met by new recruits, 50 Fords, the gift of the Red Cross of the American Poets Ambulance, which, with active members both in Italy and the United States, had made a still earlier gift of another 50 ambulances direct to the Italian army. These had gone into first-line service between November 1 and 20.

Poets-Red Cross Section

The presentation of the combined Poets-Red Cross section took place on December 13 in the yard of an old Milan palace used by the military as a garage. Crossed Italian and American flags decked the walls of the ancient quadrangle. The cars of the first two sections, 40 of them, were arranged in a horseshoe, with the camions in the middle, before a raised platform at one end.

Here were the prefects of the province and the Sindace of Milan, the Colonel of the Sanita Militare and the representative of the French Mission, the commander of the British flying corps, the president of the local Italian Red Cross and the American consul, chairman of the American Red Cross committee of Milan. More important here were the 100 members of the American Red Cross Ambulance Corps for Italy, in khaki, six of them wearing Croix de Guerre, standing at salute as a bugle sounded, and the general sent to receive them in the name of the Third Army swung into the yard with a bodyguard of plumed Bersaglieri.

The presentation was made by the acting director general of the Red Cross in Italy, who pointed out that they were the first American units to reach the Italian front; that they had volunteered for the service in Italy, and that it was a service in a war against a common enemy. The general responded in kind, and the French commander introduced him to the ambulance men who had won the war cross for acts of bravery in caring for the wounded in France.

An hour later the first section left the yard with American flags flying. They drew up in the Piazza de Duomo, where the Mayor of Milan bid them farewell. It was a gala day in the city. Square and streets were thronged with crowds that did not stop to ask by what magic carpets the "Americana" had been whisked in four days' time to the doors of the old Gothic Cathedral, but accepted them for a fact bound up in one determination of war, and cheered them unremittingly until they had streamed through the city gate that led off to the old battle-ground of Solferino on the way to the Piave front.

The second and third sections followed during the succeeding fortnight, and the Red Cross is under commitment to bring the corps to a total of 200 cars.

Working with the Army

In the face of the staggering need for hospital supplies and equipment, those things were the first concern of the Red Cross men in Italy charged with laying the groundwork for a Military Affairs Department; but beginning had been made in two other directions, following precedents established in France, in gift

and canteen work for the men in the field and enroute to and from their homes.

Here it may be permitted again to depart from the rule of this writing and mention by name. Recall, if you will, the bold signatures that, in the school histories stand below the Declaration of Independence, and among them, so that there might be no mistaking who was putting his head in the halter, Charles Carroll of Carrollton. That same name, so signed, is the one appended to Red Cross field reports from the Piave front in mid-November. No lean, cantankerous rebel is its present-day bearer, but a well-known member of the American colony in Paris, no longer young, the owner of a stud farm. None of the three figures in the familiar picture of the Spirit of '76 suggests him, but their spirit is his, and at Montello, Nervesa and San Donna di Piave, through mud and under shell fire, he skirted the trenches and the parapet river bank.

He accompanied the lad of the Opera Federale d'Assistenze e Propagande Nazionale, who spoke with every man they passed and addressed knots of them. If two tons of chocolate and a scattered fire of cigarettes and mufflers could have routed the enemy, he would have long since been back at the Isonzo; but these things at least put in a wartime vernacular, understandable across barriers of language and distance, the fact that Americans were coming to Italy to help.

Need for a Million Blankets

Those physical needs of the Italian troops, which mean the difference between sickness and health, reach, of course, much deeper. When the line was solid the soldiers had built winter quarters and had gathered wood to heat them. Now they have lost these shelters, and have little wood to warm their improvised dugouts. It is estimated that three times as many blankets will be needed to prevent suffering this winter; blankets are all but unpurchasable in Italy, and the Italian Red Cross has started a house-to-house collection throughout all Italy to get together a million blankets.

Back in August an investigator of the American Relief Clearing House, who made a tour of inspection in advance of the coming of the first Red Cross commission, wrote as follows:

"The material aid which we might render to the Italian soldiers at the front is covered pretty fully in the word 'wool.' The Italian Government does not provide the greater part of the woolen garments which are needed on all the fronts during the winter and on the high mountain positions the year round. It provides woolen undershirts, but has ceased to provide underwear, and it provides woolen socks, but not in numbers adequate to the need, seeing that they are so soon worn out. To the bounty of the civil population is left the provision of supplementary socks, and all of the footless long stockings, mittens, neckscarfs, helmets and sweaters never have been adequately supplied."

There is a dearth of wool in Italy, and this condition has been accentuated by the events of the past three months, as evidenced by the condition in some of the hospitals which has come to the knowledge of the Red Cross, where wounded soldiers and convalescents have been quite without woolen underwear.

If wool can be brought from America—yarn and cloth—and made up in workrooms, giving employment to soldiers' wives and refugees, it will prevent a repetition along the Piave of experiences bordering on those at Valley Forge, and at the same time give occupation and earnings to thousands of needy families.

For Recreation and Refreshment

Equally real was the need pointed out in the report referred to for the development of recreation and refreshment activities, both at the front and along the lines of communication. Several commanders were quoted as regretting that "the soldiers are given only fifteen days' leave in the course of the year, which is made almost abhorrent to them by the long rides in the cattle cars of a convoyed train, which may take them as many as four days to bring them from the front to Rome, and that little rest and almost no recreation

is given them when they return after a month of duty in the front line positions."

Several commanders had built Case del soldate (recreation barracks), but, even before the retreat, these were inadequate in numbers, in equipment and supervision, and the suggestion was made that the American Knights of Columbus might be enlisted to develop a work similar to that of the American Y. M. C. A. in the French army. Poste di comforto have been maintained by the Italian Red Cross and by individual organizations at railroad stations, but here again the provision is inadequate, and there is opportunity for the Red Cross to inaugurate a large work.

Its Genoa committee has turned its chalet into a canteen for the British, French and Italian soldiers, and the Milan committee has undertaken to equip and maintain a rest room, canteen and reading room in barracks erected in the station yard by the municipality for the service of allied troops passing through the city.

The Military Affairs Department of the Red Cross has gone into the work which the Italian Red Cross is doing in canteens as well as their systematic provision of first-aid rooms at the railroad stations, studied the troop movement in Italy, and outlined for the consideration of the permanent commission a project for installing canteens and rest rooms at eight important junctions along the railroad lines running up both coasts from Reggio and Messina to the front.

Bringing the Red Cross Train to Rome

All these activities fall back on the supply service, serving both civil and military departments, and here again the story of November is one of rapid engineering in the face of almost impossible obstacles of distance, rail congestion and depleted markets. Within thirty-six hours from the time word came from the Red Cross Clearing House conference at the Embassy in Rome on November 5, twenty-four cars had been loaded at the Red Cross stores center in Paris. The old cab stables on the Chemin Vert had never known such activity, and 20,000 blankets, 10,000 mattresses, pillows and clothing made up the consignment.

The main lines of rail into Italy were laden with a freightage of troops and army paraphernalia, and the train was held up for an entire week. The superintendent of the warehouse was detailed to accompany it, slept on the cars and brought his train into Rome five days later—remarkable time under the circumstances. It was plastered with Red Cross labels, and decked with American and Italian flags which were stripped by souvenir hunters enroute.

Once in Rome the cars were trans-shipped without being unloaded to points designated by the civil and military affairs departments Bologna, Florence, Palermo, Naples, Rimini, Catania. In cases where a carload lot did not fit the needs, one car was run alongside another in the yards, half the goods were removed, the empty half filled from the next car or from stores gotten together in Rome, and off it would go. A second shipment of ten cars of food, and a third of sixteen of food and blankets which reached Rome in early December, were handled in like manner.

Purchasing Supplies

Meanwhile purchasing was going forward in Rome, Milan, Genoa and other points—condensed milk in thousands of cases, hundreds of thousands of lires' worth of women's and children's underwear (much of which did not come to the warehouses at all or was rammed into new gunnysacks and shipped poste haste from the warehouse floor), 25,000 shirts, 13,000 blankets, 50,000 woolen drawers, 60,000 jerseys, 150,000 drawers and vests, socks, thermometers, medical supplies of all sorts.

In Rome the Red Cross secured through the Italian Government two of the top floors of the Magazzini Generali, served by direct rail and water, with electric cranes and carriers. Agents were despatched to arrange for storage at ports of entry and the two top floors of the Magazzini Generali at Naples were secured, with direct rail and water connections, electric hoists from boats into the warehouse or into cars.

Similar facilities have been secured in Genoa, and planned in Palermo. At the same time storage space was taken over at centers of need—in Florence a building given by the Custom House; in Bologna the basement of a large Palazzo; in Milan, a warehouse lent by an American firm; and lesser provisions elsewhere.

Within one month from the start the Red Cross had 50,000 tons of warehouse space in Italy, and had it practically empty, so rapid had been the movement of shipments and purchases, but ready for the large invoices under order by its purchasing department, for further and longer shipments enroute from its stores center in France, and for 15,000 tons of shipping space, sailing from America prior to January 1, arranged by its Washington headquarters, and to be filled in line with cabled instructions sent late in November from Rome, giving the approximate nature of the articles desired, and the kinds and quantities needed most.

Caring for the Homeless

But while this Red Cross adventuring was going forward with the zest which comes of accomplishing things in the face of difficulties, weeks compacted of a very different substance of experience were the portion of the homeless and shattered families, filtering singly or in masses from the war-wrecked north to their abiding places throughout Italy. And it remains to cast the relation of the Red Cross work to the great body of effort that reached out to succour them and to what lies in the months ahead.

Of the stuff of which that experience was compounded, the Red Cross workers north and south had no lack of evidence. A young Italian officer came to the office in Bologna, shared by the Clearing House with the Red Cross. He had himself been a volunteer worker at the station when the crush came through. The story was told of a baby born at night on one of the trains. The mother had no clothes for it and this young Italian had taken off his shirt to wrap it in. He now brought with him to the office a young woman and a boy of ten.

The former was of about the appearance of Maud Adams, the actress, and both were nicely dressed. They were of noble family, from Udine, and with their father of 70, their mother some years younger, and a nurse, were stranded in Bologna. They left Udine about 2 o'clock in the morning in the midst of disorder. They had to walk and were drenched with rain. They were in the great ruck of soldiers, contadini, mules, camions, ambulances, all the dishevel of an army and a province in mad retreat. They made twenty kilometres or more by the afternoon of that day.

Here they got on a train, but this was wrecked by a bomb which hit one of the cars and killed the refugees within. Then this family was able to get a camion and reach Spilimbergo, on the western bank of the Tagliamento, where an officer looked after them and gave them a place to sleep. They had been resting for two hours when the town was shelled by the advancing Austrians. They got up and again found places in camions. Later they obtained a wagon and continued their journey, sometimes going for two days without being able to get food. It took them seven days to reach Bologna and they were able to bring nothing with them but the clothing on their backs.

Stories of Refugees

A relief worker at Naples tells of a woman who was standing at her farmyard door when the order came to run. They had their household goods in a wagon to which they had hitched their horse and an ox, sturdy animals but slow. Her husband told her to take the children and run and he would come on.

In the crush she had become separated from the children and here she was in Naples, with no knowledge of the whereabouts of husband or children. Another woman arrived with three children, the fourth baby had been drowned. The bridge on the Tagliamento they had thought to cross was down and, as the mother tried to get the other children over, the baby was swept from the basket in which she had carried it on her back.

When the American, later a Red Cross worker, took charge of the clothing distribu-

tion for the Italian Red Cross at the chief asili in Florence, the church and cloisters of Santa Maria Novella, there were 9,000 people lodged there, all but perhaps 50 of them women and children, for these families of northern peasantry are rich in children.

One woman of 28 brought nine, and an annual baby from 19 would seem to be the general rule. The people were without clothing other than those they wore, and almost none of them had a complete outfit. Inside of two days the American colony had raised 6,000 francs for purchase and collected 10,000 used garments. Before coming in the line the families were first interviewed by volunteers, the orders turned in and the mothers given duplicate slips of paper with their needs indicated.

Here a woman would come with five or six children, among them only one pair of shoes, with perhaps no child with a complete set of underclothes, and the mother herself still wet from the rain from the waist down. Among them were women who had walked for 60 or 70 kilometers, and their feet and legs were swollen so badly that they had to be sent to the infirmary.

As many as 80 women and children had been packed in a cattle car, and for 24 and sometimes 48 hours they had gone without a chance to get out to get food or water or respond to a call of nature. At Santa Maria Novella their numbers were such while waiting to be sent on that not only were there not beds enough for them, but the straw gave out, and many slept with nothing between them and the stone floor but the empty ticks.

IV

Needs of the Fugitives

TWO reports reaching the Red Cross from Leghorn on different dates illustrate both the particular needs of the fugitives, the marshalling of sympathy which made great practical gains in each locality as the month advanced, and incidentally the way Americans dovetailed into the situation. Here, by mid-November, the number of refugees were such that the last lot had been put on the floor of the Goldoni Theatre.

Like refugees reaching Leghorn, each had a straw mattress and a blanket. Food was very short, and work for the refugees had, much of it, been done at random.

To make American help count and at the same time help organize the situation, the American consul undertook the distribution of clothes, milk and cocoa in two refuges sheltering 900 people.

Report from Inspector

The first report is from a Red Cross inspector on November 17:

"Great need for condensed milk, rice, sugar for babies. Most needed in way of clothing: Men's and boys' suits and underwear, women's underwear, blouses, hygienic linen, handkerchiefs, shoes (big sizes). The amount of clothes needed required cannot be found on the place, the shops having been exhausted by the first rush. Suggest purchase combs for the women, who are in neglected state, also thread and needles. The lot of clothes sent from Rome has arrived; the blankets, not yet. The consul has written today to the manufacturer. He will have 500 of them. The pregnant women, whom I counted up to 40, will be in due time taken care of by the maternity. Layettes needed, the maternity giving only medical assistance. Disinfecting soap and insect powder needed."

A Report Six Days Later

The second is from the consul, six days later, on November 23:

"Yesterday we distributed over 100 packages to men and women at Borgo Capuccini. When the distribution was over a shout went up from all the refugees. It was like applause in a theatre after an excellent rendition of music—a lull for a minute, and then the outburst. It came after each woman had received her package and examined the contents. She realized that great care had been taken to give her just what suited her. There was no confusion. The number on each package corresponded to the number of

the card. In the packages for women were two undershirts, an underskirt, a blouse, a small shawl, a bandana for the head, an apron, woollen yarn and needles for making stockings.

"The ideal way would be to have a package contain a complete outfit and then send the refugees in groups of twenty to the baths. Have them take a hot bath using plenty of soap, put on the new clothes and leave the old to be disinfected and washed and returned to them. I have arranged with the hospital here for baths, disinfecting and washing. I could not wait to do this with the refugees at the Borgo Capuccini. However, when I shall have completed their outfits, I will send them for a bath as above stated.

"I have cards ready for Cantiere Galinare (now about 500 refugees, expect 300 more there). Miss R..... (English) and Miss S..... (American) are there now examining each woman and child and making notes as to the size of each woman, etc., so that in connection with the card system, a complete outfit may be packed suitable for each person and distributed without confusion. Have supplied large and small combs to all women and also 600 cloths, six to each. They were in great need of same. Just received invoice for 1,000 shirts. Will go to Pisa tomorrow."

The Red Cross committee which traversed the belt through which this stream of refugees was yet in process saw the varying provisions for them and carried their inquiries into points of destination in the south, recorded first of all their "deep and lasting impression of the magnitude, the seriousness and the heart-rending tragedy of the refugee problem with which Italy has had to deal." From the refugees themselves they heard the story after story of what befell them after they left their homes in the Friuli and these they summed up as follows:

Tales of Terror

"Women with young children and the sick, like others, came away suddenly, families often separated, usually with no time whatever to gather even things needed for the journey. They tramped in the mountains or along the roads from two days to four days, sometimes a week, before reaching a railway station where they could be taken on trains or before being picked up by camions. In these first days they were subjected to every privation conceivable. Even after reaching the railways they were supplied with food irregularly and suffered from hunger as well as from cold. What is even worse, perhaps, they often had no chance to wash and often had no change of clothing and the condition in which some of those who had been ten days or two weeks on their journey arrived in southern Italy is indescribable. After the first rush, arrangements were, of course, made in the cities through which they passed to supply food and in some instances blankets and clothing; but even as far south as Naples many infants were found who had no changes and whose bodies were in a shocking condition from a lack of necessary attention.

Health of Refugees

"In view of all the hardships and privations it is notable that the general health of the refugees in every city which we have visited is reported at present to be on the whole very good. Probably a more thorough medical examination might disclose more serious results, but careful inquiry of physicians, officials and relief workers has indicated that, with few exceptions, there is no marked prevalence of digestive, nervous or infectious disease.

"To appreciate the suffering and hardships involved in the sudden dislodging of perhaps a half million people, it is necessary to bear in mind the loss of their homes and possessions, the breaking up of families, the enforced journey to distant and unknown places, where people eat different food and speak dialects so different from their own as sometimes to be scarcely intelligible, where the occupations are different and where the charitable resources are likely to be already overtaxed by the needs of the families of soldiers, and other local conditions resulting from the war.

"Intensifying this terrible picture of misfortune is the fact that the whole population is

suffering from a scarcity of food and of fuel, from abnormally high prices, and from other disturbances with which the war has made the Red Cross familiar in every country, but which are nowhere, perhaps, more serious at the present time than in Italy."

The Work of the Italians

To have cared for such a dislodged population would have taxed the ingenuity and resourcefulness of any country, could it have devoted itself to it with singleness of purpose; but it must be remembered that this was only the third of the tremendous responsibilities engaging Italy in November. It had to salvage an army and turn back an invasion with its remaining organized forces. "Although inevitably," to quote the committee, "there has been much confusion and suffering, nevertheless an enormous amount of effective and systematic assistance has been given from the beginning to the end of the long and painful journey which these thousands of refugees have had to take, and plans have been inaugurated for incorporating them into the communities to which they have come or are on the way."

In its national railways and its prefectorial system, Italy had agencies through which to work, which without doubt lent themselves to the emergency better than any governmental machinery we possess in the United States. The prefectos are the executive heads of the provinces into which Italy is divided. In function they correspond somewhat to the governors of our States, in responsibility to central authority and in the size of the areas they are assigned to, the United States district attorneys may afford a better analogy.

The prefectos who were met by the Red Cross Committee on its travels impressed them as men of ability, character and intelligence. They have facilities at their disposal and, as representatives of the Ministry of the Interior in the Central Government, they form a well-knit and unified system of administration through which the problem could be dealt with nationally.

The Transportation Problem

The first element in that problem was that of transportation. A secretary general for civil affairs, asili, attached to the supreme command, and hitherto charged with administering those districts in the Trentino and in the neighborhood of Trieste, which had been wrested from Austria earlier in the war, acted as the connecting link between the military and civil authorities in getting the refugees out. The major decisions as to where they should be taken were made by the Ministry of the Interior in Rome, which communicated with the prefects and learned how many each province could care for.

The main stream came down through Padua and Modena. The railroads direct to the west were engrossed by the army and refugees were sent by a roundabout way to Milan, which became the general clearing station for Turin, Genoa, Leghorn and the northwest. The main funnel, however, was through Bologna and Florence and thence through Rome to the south, until the stream was switched to the Adriatic coast lines. Perhaps 75,000 were sent to Naples and beyond, 25,000 of them to Sicily; many Venetians were gotten out by ferry to Chioggia and then down the east coast. In this scheme of things, the road which parallels the Appenines, crossing Italy from the southeast to the northwest, on the route of the old Emilian way, became an important carrier.

Thousands of refugees left towns or countrysides of their own volition and at their own expense, by rail or wagon. The government's responsibility was for those carried by special train, and these were confined to the cars or to the wholesale lodging places arranged at such general clearing stations as Florence and Milan, where they were cared for until they were sent on under instruction from Rome, to the provincial capitals. Certains regions with special facilities for housing refugees, such as the Italian Riviera and the Adriatic coast with their empty resort buildings, were large receivers. Distributions within a province, as between towns and villages, was in the hands of the local prefects, each of whom went through somewhat the same pro-

cess in their districts as was carried out nationally. This was the system, but in the rush of the early days it did not always work smoothly, and there was confusion and clogging at various points.

Funds for Refugees

The second element in the problem of the care of refugees is that of income. To the prefects also the central government sent funds to feed the refugees while enroute, or in asile, and to provide daily allowances of, on the average, one lira a day per person (the figure differed in different localities and according to the number of children in a family) once they were settled in houses or rooms requisitioned for the purpose. At that point also responsibility for their supervision was generally shifted to the mayors of the communes, but the national government continues to provide the allocation and to be responsible for broad measures for meeting their needs, under a specially created High Commission.

Supplementing and co-operating with this government activity, many voluntary Italian agencies have worked with devotion and an intelligent grasp of the situation. Especially should be mentioned the Italian Red Cross, which threw open to the refugees its rest and first aid rooms in the stations; ran asile as at Florence; drew on its supplies for blankets, bedding, etc., as at Milan; and in some districts, as at Catania, has been the agency most concerned with providing for the refugees away from the main urban centers. And especially also should be mentioned the Comitatos Civile, a loosely federated group of local organizations, created to develop various forms of aid for the families of soldiers.

These have in many local centers developed a wide range of social work; and, in some localities, at once expanded their scope to care for refugees. Usually, however, a distinct committee, called by some such name as Comitato del Profughi, has been formed under the auspices of prefetto or sindaco (mayor) to raise a relief fund and to carry on work through sub-committees on housing, employment and the like. Apart from these general organizations, personal leadership or group action has brought special activities into play or gave them color—such as a sculptor, in Rome, who has scarcely touched chisel since the war began; a bishop in Vicenza, the active chairman of a provincial committee for the protection of profughi driven down from the mountains; members of the old nobility in Sicily, and a Scotch Salvation Army adjutant, who for four days with the knot of people she could gather about her, ministered single-handed to the mothers and babies coming through Naples.

It was to a granddaughter of Garibaldi, who had served throughout the war as a nurse, that the Red Cross gave funds to open a creche and playroom in Rome, so as to enable some refugee mothers to work; and to a daughter of Lombroso funds to care for refugee orphans in Turin.

Work in Naples

In Naples an active Friulian committee came into being through members of the local university faculty, themselves natives of Friuli; and an energetic committee of citizens of Venice, under the lead of a professor of international law at the University of Padua, also a Venetian, followed their refugee townsfolk to the sea coast colonies and opened offices at Rimini.

The single organization which bore the brunt of the largest emergent demand and which in its systematic provision was outstandingly first, is the Umanitaria of Milan, with 60 per cent. of its members made up of working people. The Umanitaria doubled the capacity of its dormitories for immigrants at the station, erected tents in the yards, ran a large restaurant which handled thousands every day, served as many as 3,000 refugees at four o'clock in the morning, opened an infirmary with doctors and nurses, organized 100 students into four shifts of six hours each, to serve as aides on the station platforms, and co-operated with the municipal housing and employment bureaus, the labor exchange and agricultural society in a well-conceived scheme of placement and distribution.

V

The Three Stages of the Flight

THE first stage—the sudden rush of refugees from farmhouse and village and town, afoot, in wagons, in camions, to such points on the railroads as they could get passage—was passed when the American Red Cross entered the field. Its participation began in the second stage, the transport of trainloads of refugees to the great distribution centers and thence to the provincial capitals, but such was the congestion that by no means all of its larger consignments of supplies, however rapidly gotten together and shipped, reached their destinations while the flood tide was in transit.

Had the stream doubled or trebled—and of that there were tense forebodings—they would have been ready to hand. As it was, they were employed at once to help meet the no less emergent needs of the third stage, the immediate care of great bodies of refugees in the first shelters provided for them. And, as it was, though such supplies as got through, such canteens as could be opened, as at Rome, Chioggia, Genoa, Ancona; such helpers as could be sent out, or mustered individually or in committee as in Genoa and Milan; and more especially through rapid advances of moneys to consuls and field delegates and Italian agencies, who laid their hands on things to be done locally (as in the example cited in Leghorn) the Red Cross played a spirited, if scattered, part from the first.

This has afforded acquaintanceship and momentum in organizing its more systematic work now in progress. Of the need of that work every day's mail, every report from field delegates and traveling inspectors adds to the weight of testimony, as this is written—from Sicilian towns, where work is difficult to obtain and local milk is unobtainable for mothers and children, from villages where people are sleeping on the ground and whole families are sick of fever and rheumatism; from farming communities in the Appenines where the corn crop failed last year; from towns in Elyria where refugees are still sleeping without beds on the damp straw; from seacoast villas, fair to the eye but void of blankets; from crowded tenements in Naples —from industrial districts in the northwest, where work is plenty but where there are none the less great numbers of broken families, sick or infirm, or without breadwinners, and where fuel is scarce to be had; from wherever throughout Italy refugee families are without adequate footwear and underwear, with scant bedding and without the rudiments of household life; where food was short before the refugees came and the people form in long queues for their meager daily allotments.

Future Red Cross Work

In addressing itself to the future, two main lines of procedure present themselves to the American Red Cross: (a) The establishment of distinctive relief agencies of its own, such as a hospital, a refuge, a popular kitchen, a station canteen, a housing committee; or (b) work through existing Italian agencies, through grants of financial assistance supplemented, wherever possible, by appropriate forms of personal service. In general, the committee of investigation believed that more permanent work will come by the latter method, although recognizing that local conditions may require direct action and not wishing to recommend any policy which would make it impossible or even difficult when the conditions require it.

The system of responsible regional delegates for consular work recently outlined, working closely in conjunction with American consuls and Italian prefects and agencies, will afford a framework flexible enough to serve both co-operative and direct action.

In this connection a statement issued in mid-November by the High Italian Commissioner for refugees is significant. He said:

"The work of the American Red Cross in favor of the war refugees is full of goodness, pity and sagacity. The prefects must second it and put the delegates of that most provident institution in friendly relations with all our committees. Any hesitation would be harmful politically and practically. I beg you to give me continual information regarding this cooperation with the Americans, permitting

them freely to expand their activity without bureaucratic hindrances. The Commissioner is most desirious that the cooperation may be full of straightforward and open benevolence. I have seen the representatives of the American Red Cross and am persuaded that their goodness equals their competency for good."

Statement of the Italian High Commission

Turning from the questions of organization to the substance of the relief problem, the committee took up the challenge of circumstance, now that the first emergency calling for assistance in leaving home and in transit had passed. Its findings follow:

"If for any reason there should be a further retirement—for example, to the line of the Adige—several large towns, including Verona, Vicenza, Padua and Rovigo, would be affected. We are informed that definite orders have been issued against the evacuation of this new territory, even in case of invasion. The inhabitants have been officially advised to remain where they are, chiefly, no doubt, for the reason that with the present limited supply of food it would be impossible to care for so great an influx of population in the remaining part of the country, and also because property would be sacrificed which might be preserved by the owners if they remained to look after it.

"While these reasons are valid, it must be anticipated that in case of retirement there would certainly be a great exodus on the part of those who would not wish to remain within the enemy lines, and this retirement would be accompanied, like that from the Friuli, by all the more confusion and hardship because not included within the plans of the authorities or even contrary to their policy. The American Red Cross should be ready to cooperate in meeting any such second emergency. The first came without warning; but for any preventable hardships resulting from further possible retirement there would be no such excuse.

"Ample supplies of blankets, clothing and food should be collected as far north as Bologna, in greater quantities in Florence and in the larger centers to which the refugees will be sent—to the west, to the south and the southeast. For those who move westward the natural place for the storehouse would be Milan, where the Umanitaria, to which we have referred; the Bonomelli, a smaller organization with similar facilities, and our American relief committee would all be ready to help the official authorities. For those who go down the east coast the stores and hospital facilities established for the Venetian refugees at Rimini, and food and clothing stations at Ravena and Ancona, would come into play. The main stream, however, would come through the central funnel at Florence, and we would emphasize the great importance of having extensive stores at Bologna and Florence available for instant use by the proper agencies in those places on the initiative of our representative in Florence. Further west and south a relief program could be worked out more deliberately at Turin, Genoa, Naples and in Sicily, but at each place we should be ready to give assistance at the very moment of arrival.

The Venetian Colonies

"Aside from the possibility of a second great emergency there are certain special movements of population in which the American Red Cross has a legitimate interest. The most important of these is the present continuing evacuation of Venice. Apart from any question of a nearer approach by the enemy it has been thought advisable to evacuate the civilian population of Venice.

"Fortunately, it has been possible to do this all deliberately and in such a way as to prevent the indiscriminate scattering of the population, although many inhabitants of Venezia were, of course, included in the original rush of refugees to the south and west. The gradual removal which has since been going on, in contrast to what happened in the first days of the invasion, is more like an orderly migration. It has, in fact, been compared with the swarming of a hive. Upwards of ten thousand colonists have thus been taken to certain villages selected for the purpose in the neighborhood of Rimini. Many of those people were employed in Venice in workshops established for the pur-

pose of giving needed employment to women, and the equipment of these shops has been transferred bodily to the new locality.

"With Red Cross funds supplied by us a hospital has been established for the benefit of this colony in Rimini in charge of a Venetian physician who formerly directed a hospital in Venice. The Italian Red Cross provides the nurses. This is an extraordinary interesting experiment to which the American Red Cross can wisely give further assistance, as may be necessary, in the hope that it will influence the handling of the refugee problem elsewhere. We found, in fact, several instances in which the authorities were attempting to keep together neighbors from the same village, and naturally every attempt was made to enable refugees to find relatives and friends. Extensive use is made of the newspapers in printing notices of this kind.

Children in the War Zone

"Another special problem to which we have sought to call the attention of local authorities is that of the children in the actual fighting zone. In our visit to the Piave front we saw scores of such children near enough to be under shell fire and evidently in great danger even if there should be only the slightest retirement. By some plan, such as which has been adopted behind the fighting lines in Belgium, for gathering up these children and caring for them at points not too distant from their homes where schooling facilities could be provided and their parents kept informed as to their whereabouts and welfare, the reproach of exposing children of tender years to the physical dangers of the actual front could be avoided.

"A third task which we believe should receive immediate attention, and which we discussed with General Diaz and with the local authorities of Padua, is the removal of the aged and the sick from the fighting zone and from the towns immediately behind the front, so that at least those who are unable to move and who cannot be moved without obvious suffering and hardship might be cared for in time in case fighting should sweep through the district. Our understanding is that no objection would be made to this, notwithstanding the general policy above mentioned that in case of invasion the civilian population would remain.

The Period of Transition

"The first emergency has passed. The larger constructive work lies ahead. At the present moment we are in a transitional period which may be described as the period of arrival and first settlement, or as the period of distribution. Our information is that there are still many refugee families in every part of Italy who are sorely in need of blankets, mattresses, underclothing, warm suits and shoes, and food. Therefore, although the first emergency is past it is still essential that the American Red Cross, both at its central headquarters and in its local organizations, should bend every effort to get supplies of these things as rapidly as is humanly possible, actualiy delivered to the suffering families and individuals.

"This should be a first responsibility—to supplement what the official and voluntary Italian agencies are doing and to see to it as far as our resources go that every refugee actually has these essentials. Responsibility as to just how to do it should be decentralized, but emphatic and repeated insistence that it should be done should go persistently from headquarters to every locality where we are or can be represented. The general problem of food is of course one for the government, but condensed milk for babies and other kinds of special diet can be included in our supplemenatry relief measures.

The State of Health

"The first of the more permanent problems of resident refugees is that of health. Hundreds of these people have gone through suffering and privation which have left their mark. We have taken steps in several places to set going different forms of medical help and these should be further developed wherever existing agencies are not sufficient to cope with the abnormal conditions created by the influx of refugees.

This work may take various forms, as for instance, establishing a special refuge for sick and infirm, as has been done by the American committee in Milan; taking a certain number of beds in an existing hospital with an Italian staff, as has been done in Rimini; organizing a traveling dispensary especially for children, as has been done by the American Red Cross in France, at Nesle, and as may be developed in Rimini; a systematic inspection of refugee families to discover persons in need of medical care or nursing, such as Miss Gunn wishes to undertake in Naples and the physicians of the prefecture are carrying on at Messina, or, better than any of these, a well-rounded health center with various special services by American doctors and nurses who could familiarize the communities in which they work with the methods and ideas of American preventive health work.

"This again would be in line with plans which the American Red Cross has already worked out in Paris and other French communities, and if such health centers could be established with the cordial approval and cooperation of sanitary officials and physicians of the local community they might become the most important lasting contribution which the American Red Cross could make in Italy. No doubt local Italian institutions could be found around which such Red Cross activities could be organized.

The Housing Problem

"Next to health the most urgent refugee problem is that of housing. We find refugees living in hotels, hospitals, convents, schools, all kinds of converted buildings, some admirable as far as physical comfort is concerned, others leaving much to be desired even in this respect. This manner of life is one which should be ended as soon as possible. Even if clean and warm and commodious, they seldom afford possibility for a normal home life, for privacy, for natural employment. In one city, for example, some four hundred men, women and children were living in the wards of a hospital under conditions as institutionalized as those of an almshouse, as promiscuous as those of the steerage of an ocean liner.

"They had excellent beds, comfortable mattresses and the constant attention of a doctor. Men, women and children were living, eating and sleeping in the same large ward. If they had been in need of hospital care it was immediately forthcoming; but they were quite well and ablebodied. Here they had been for more than three weeks with nothing to do except to make their beds and keep the ward in order. This is only an extreme instance of the refuge life from which it is obviously desirable to distribute the refugees into houses or tenements as soon as they can find suitable employment and a place to live selected with reference to their employment and other considerations which should naturally be taken into account.

Conditions in Tenements

"Of course the worse conditions are not to be found in the refuges, but in overcrowded rooms in private tenements or in old and filthy hotels. We have frequently seen eight or ten, and in once instance as many as fifteen, persons in a single living-room, and it is an urgent part of the housing problem to enable such families to move from their congested and unsanitary "furnished" rooms into decent dwellings. We must bear in mind that the refugee families have in many instances been accustomed to very much higher standards of living than those even of the self-supporting working people in the communities where they now are. Many of them own property and all of them household goods which they have had to leave behind. They are in the position of people who have lost everything by a fire or a flood. They are not in danger of being injured by prompt and generous assistance in such an emergency.

"They are in danger of demoralization from being left in their destitute condition without employment, without the privacy and wholesome atmosphere of family life, and without the social environment of the neighborhood, to which they have been accustomed. The best form of relief, therefore, would seem to be assistance with furniture such as would enable them to take suitable accommodations in a place whereby their own labor, supple-

mented by the government allowances, they can become self-supporting. To make good some part of their war losses in this way, would be analogous to social insurance.

Cost of Refurnishing

"Various estimates made for us by practical people have put the cost of supplying beds, tables, chairs, cooking utensils, etc., at from two hundred and fifty to five hundred lire per family. In two cities, Naples and Palermo, we appropriated fifty thousand lire each to be used in this way in aiding refugees to become established in their own homes. We think that some such work as this should be developed in every community in which the refugees are likely to remain. In some localities an intermediate step is necessary—from congregate shelters, cheap hotels and barracks in the neighborhood of stations into better class hotels or other buildings.

"While there is some objection, it does improve immediate conditions and as carried on by an active committee of hotel men in Naples the considerations in favor of it are convincing. Appreciation should be expressed of the action of the American Radiator Company in Milan in helping to meet the need for beds for refugees by turning a part of its factory in Brescia into a furniture factory for this purpose.

VI

The Problem of Unemployment

"IN general, the housing problem is closely associated with that of employment, which has thus far received comparatively little attention. We have referred to the Venetian plan of holding groups of workers together and moving the industrial unit as a whole. In several communities work-rooms have been established ranging from very informal attempts to enable women to make the clothing for their own families to the large and well equipped factory in Rome conducted under the auspices of the Roma Committee, to which the Red Cross contribution of 1,000,000 lire was made.

"In connection with such workrooms, or even independently of them, where women are regularly employed, there have been established in some instances day nurseries or maternal schools, where young children are cared for during the working hours. All such plans give rise to the familiar problem as to whether women should not be aided to remain with their own children rather than helped by means of such agencies for the care of their children.

"A special question arises with the refugees as to whether the governmental subsidy should be discontinued when wages are earned. We are informed that while some latitude is given prefects in this regard, it is the general policy to continue one-half the subsidy after the refugee has taken employment. We have in two cities given money to aid in maintaining workrooms.

Finding Work for Refugees

"In a few instances as at Milan and Turin, employment agencies, official or voluntary, have been attempting to find work for refugees and probably a great deal more has been done in this direction than was brought to our attention. We were informed at Messina that inquiries had been set on foot by the prefect among the various towns of his province, which would enable the refugee population to be distributed in accordance with opportunities for suitable employment.

"From the Ministry of the Interior in Rome it was learned that this whole subject, which was necessarily ignored during the first great rush of refugees, is now receiving serious consideration, and that the ministry is relying on the prefects to organize local employment agencies or other means of placing people according to their aptitudes and experience. An inter-ministerial advisory committee has been appointed, but as yet no national scheme for dealing adequately with the subject has been put in operation. If some plan could be worked out by which the American Red Cross could cooperate in hastening such an organization, this would, in our opinion, be a very wise and appropriate use of our funds.

Moral Hazards

"Still another problem to which our attention has been called in more than one community is the moral hazard to young girls arising from the enforced movement of population. Attractive young girls from country districts in the far north are to be found in the streets of Naples, exposed to the dangers to which they are wholly unaccustomed and against which they have not been protected by their education or their previous experiences of life.

"Not only ordinary dangers inevitably resulting from separation from their kindred and friends and the safeguards of their own home neighborhoods, but the actual menace of the white slave traffic must be taken into account. We learn that a committee of Italian women has been formed in Naples for the protection of these refugee girls, and in Palermo we gave 1,000 lire to aid in the installation of a building formerly used as a monastery, which has been taken for a home for orphan refugee girls of from 12 to 18 years of age. It is earnestly to be hoped that some American women may see their way to an active participation in this movement, either by committees formed especially for this purpose or through some existing organization.

The Families of Soldiers

"Because of the limits of our time and because of the prominence at the present moment of the refugee problem, we have given only incidental consideration to the question of assisting the families of soldiers or to that of aiding other civilian victims of the war, such as the widows and orphans of soldiers, and soldiers disabled by wounds or discharged because of tuberculosis or other disease.

"These needs exist and it is desirable that the American Red Cross should help meet them. Fundamental in all of these problems is the amount of the allowance made by the government to soldiers actively in service, to discharged soldiers, to the families of soldiers and to refugees. With a scarcity of food and fuel and the constantly increasing cost of both, we received frequent suggestions that Red Cross funds be used to supplement them. Obviously, however, neither the Red Cross nor any other private agency can undertake to make good the shortages in income and food supply of a nation. Soldiers' families and refugees—and for the most part refugees belong to the families of soldiers—make up a large part of the population of Italy.

The Need of Food and Fuel

"If we were permitted to make only a single recommendation (in the hope that it would be adopted) this would be that the American Red Cross should use its utmost influence to secure the importation of food into Italy during the next few weeks and months. Fuel is also needed but above all wheat and corn, cornmeal being especially acceptable in large part of Italy.

"The food supply is short for the whole population, but the refugees, whose needs we have been asked to investigate, are naturally at the very margin and their needs in this respect may therefore be taken as the ultimate need of the country. We have frequently been told by Italians in responsible positions that food is more important in seeing Italy through the present crisis than either men or munitions from America.

Clothing is also needed, especially underclothing of all sizes and materials which can be made up into clothing. Fuel is urgently needed—for cooking the meals of the poor as well as for running trains and factories. But the elementary food supplies should be given precedence. For the most part these supplies must of course come through the commercial and governmental channels.

"We are moreover of the opinion that although the American Red Cross must leave the vital question of a general food supply to governmental and commercial agencies, we should ask for the largest permissible allotment of cargo space for the importation of condensed milk and hospital supplies (for civilian relief as well as for military hospitals), underclothing, warm outer clothing, shoes (all sizes for men, women and children),

blankets and materials to be made up into underclothing and children's clothes.

"Such supplies as can be imported or purchased in this country will be needed, as we have indicated, for two main purposes: first, to meet the acute needs during the winter months of refugees and other civilian families in the places where they are living, insofar as such needs cannot be met by Italian officials and voluntary agencies; and second, to be stored at carefully selected places in sufficient quantities to meet a second emergency if it should arise or in assisting to restore refugees to their homes in territory which may be reconquered."

The Seven Weeks of the Emergency Work

Inexorable circumstances not only made the report of its earlier Red Cross commission of inquiry out of date, but found the Red Cross without a field staff in Italy when the emergency came at the end of October. By the swift dispatch of trained men and supplies from its French organization and the prompt volunteering of American residents in Italy, it has recouped that situation.

The temporary staff returns to France, leaving the field free to the new permanent Red Cross Commission to Italy, operating under the commissioner for Europe, with headquarters in Paris. For in its permanent organization the Red Cross has entered upon what the allied armies and governments have seen the need for and are only now approaching—unified action along the whole western front.

This is not only desirable—so that the relative needs of different areas may be seen in perspective and American generosity and initiative applied where and when they will count for most, but it has been an accomplished thing—for the seven weeks that have elapsed between the coming of the Red Cross emergency men to Rome in early November, and the coming in December of the permanent commission.

The emergent work carried on in those seven weeks has been set down, the physical relief and the spiritual reinforcement which hurled obstacles at a time when to spread a single blanket more in an asile or stick up a flag at a station counted incalculably. But more important underneath that emergent work has gone forward, under the Commissioner for Europe, the laying of foundations for a permanent work, kindred and comparable to that in France.

A New Staff

At the end of seven weeks the members of the emergency commission to Italy turn over to the new staff:—

A fabric of good-will and cordial relations with the Italian Government and voluntary organizations.

An office administration and procedure for cables, transportation, passports, accounts, records.

A purchasing service with orders placed for 3,000,000 lire worth of supplies in Italy; 300 tons of beans, rice, corned beef and condensed milk enroute from Paris; 15,000 tons of shipping space in boats sailing from America prior to January 1.

Warehouses of 50,000 tons capacity in Rome, at the ports of entry, Genoa and Naples, and at central points of distribution, such as Florence, Bologna and Rimini.

Red Cross committees in Milan and Genoa.

Under its Military Affairs Department:—

A hospital supply service with warehouses, system of co-operating work-rooms and program for direct inspection service from dressing stations to the hospitals for convalescents.

Two hundred thousand surgical dressings for delivery in January through the Surgical Dressing Committee.

Ten complete field hospitals, gifts to the Sanita Militare and the Italian Red Cross, under contract for delivery early in the year.

The beginning of a gift service to the men in the trenches.

A program, based on the study of troop movement, for a string of rest stations and canteens at eight junction points from the front to the straits of Messina.

A going canteen for Italian and Allied

troops at Genoa, and a dormitory, rest room and canteen under way at Milan.

One hundred men and, in conjunction with the Poets' Committee, three complete ambulance sections—the first units of an American Red Cross Ambulance Service for Italy; already at work on the Piave.

A system of nine regional districts, with responsible delegates, local stores, and excellent working relations with American consuls, prefects, local authorities and agencies.

Canteens, supplies, and working program under way for Red Cross cooperation in the orderly migration of groups of Venetian civilians to the coast towns on the Adriatic.

A Red Cross hospital and health center of fifty beds, serving the Venetian colonies at Rimini and adjacent towns; a similar project under way at Toarmina for the service of the refugees in Sicily.

A Red Cross rest for refugees, the aged, sick, mothers, etc., and a popular kitchen in Milan.

Storage centers, canteen, and district delegates placed for effective help to refugees in transit in case of any further emergency.

A project for the evacuation of children, the sick and infirm from the immediate war zone.

A constructive program for refugee work, based on French experience, covering such factors as furniture, health work, employment and protection through which the Red Cross can cooperate in preventing the crystallization of those abnormal living conditions which may be worse in their consequences than the more spectacular ills of the flight from home.

An understanding of the food and livelihood problem, reaching its extreme in the case of refugees and soldiers' families, and demanding the combined action not only of the Italian authorities and the Red Cross, but of America and the Allied Governments.

American Red Cross

Commissioner for Europe.
Grayson M. P. Murphy
[Since retired to go into military service under General Pershing, and succeeded by Maj. James H. Perkins.]

Emergency Organization for Italy.
November 5—December 20, 1917.
Carl Taylor, deputy commissioner.
Charles Carroll, aid.
Bernon S. Prentice, director of administration.
A. H. Green, Jr., general manager.
B. G. Smith, director department of accounts.
R. H. Sherman, director department of stores
E. E. Darr, secretary.
Ernest Meadows, publicity.
J. Forest Reilly, assistant secretary.
A.. P Carter, director purchasing department.

Department of Military Affairs.
H. B. Stanton, director.
G. W. Beadel, assistant.
R. G. Mather, secretary.
B. M. Nester, chief inspector.
Nicholas R. Rhodes.
Robertson Williams, field delegate.
H. B. Wilkins.
Richard Wallace.
Myron C. Nutting.
H. U. C. Bowdoin.
Charles K. Wood, inspector.

Department of Civil Affairs.
Edward Eyre Hunt, director, November 5-December 10.
Ernest P. Bicknell, director, December 10-December 20.
E. O. Bartlett, assistant to director.
W. C. Smallwood, advisor to director.
Donaldson Clark, assistant.
A. J. Akin (Florence).
Albert J. Chandler (Milan).
O. H. Sellenings (Turin).
G. F. Laughlin (Leghorn).
Stanley Lathrop (Rimini).
D. S. MacLaughlain (Palermo).
T. H. Mason (Naples).
C. U. Moore (Milan).
H. W. Parsons.
Charles H. Williams, delegate.

Investigating Committee on Refugees.
Ernest Bicknell.
Edward T. Devine.
Paul U. Kellogg.

Local Committees.
Milan:
North Winship, chairman.
Paul Allen, secretary.
Genoa:
Paul Groejean, chairman.
U. J. Bywater, secretary and treasurer.